



# UN Joint Programme for Local Governance

Development of Joint Programme on Local Governance (JPLG) III Project Document

*Review of Thematic Areas*  
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## REVIEW OF THEMATIC AREAS

The thematic reviews were conducted based on the guidelines provided in the TOR. The thematic reviews are based on the information collected during the field visits, inputs from various interviews consultants conducted and review of key documents. This document contains review of various thematic areas that JPLG is involved including Gender and Social inclusion, Sub National PFM, Service Delivery, Policy and Capacity Building.

### 1. GENDER EQUITY AND SOCIAL INCLUSION

In 2017 the UN Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II) conducted a gender review to assess the extent to which gender equality outcomes and outputs were visible in: the programme's design intentions, implementation processes, and the monitoring and evaluation framework and results.

The study presented many findings that are relevant to the design of the JPLG Sequel programme.

#### 1.1 Key Findings

- **Awareness of laws and policies associated with inclusive local governance is increasing**

Government ministries have increased capacities in this area, with gender focal points providing advice and skills on policies mentioning Gender Equality (GE). Additionally, there is a clear link between policies that integrate GE and action to include women and girls.

JPLG Sequel should consider investing further in partnerships aimed at improving and refining laws and policies aimed at ensuring that gender equality and social inclusion (GESI), rights and entitlements are systematically woven into the fabric of laws and policies.

- **Capacities for gender-sensitive service delivery are being built, but they now need to be deepened and institutionalised**

Planning processes are more gender sensitive as a result of capacity strengthening initiatives promoted by JPLG. These include reform of the business registration process and support for Women's Economic Empowerment (WEE), 'Manuals and trainings' now exist on a range of decentralisation issues and HRM policies. The impact of these measures, however, still needs to be assessed carefully.

Accordingly, the JPLG Sequel should consider placing special emphasis on gender equality in the work of the new Local Governance Institute, a structure that could act as an institutional home for the training of civil servants.

- **Systemic discrimination against women working in LG**

Despite many efforts of JPLG II in supporting the mainstreaming of GE in civil service law, HRM policies and initiatives such as women-friendly work environments and gender sensitive districts, continued and systemic discrimination against women persists in this context. Examples of this discrimination include: unequal recruitment, pay, promotion and access to training, career development and resources; a hostile working environment and lack of basic facilities (toilets and spaces to eat and pray). In decision-making processes, women continue to be side-lined and excluded. In meetings, women lack the confidence to speak out and they fear repercussions from doing so. Further, women lack champions (particularly male champions), role models and support networks.

With all this fully in mind, the JPLG III should actively seek to improve government institutions awareness and practice in this area including: a cohesive strategy for promoting practical understanding and efforts to address discriminatory HR processes in government. This should include advocacy and awareness-raising as well an incentive scheme to reward good gender-aware practice with respect to the full spectrum of local governmental policies and practices.

- **The role of Women-Focused Ministries (WFMs)**

While WFMs play a critical role in increasing women's political participation, they face barriers in getting their voices heard and demands met. WFMs have been successful in supporting women's engagement in district-level planning processes. To date they have been less successful, however, in addressing discriminatory behaviours, attitudes, processes, procedures and protocols within government at all levels.

JPLG III should deepen its relationship with WFMs around a set of well-defined objectives including increasing women's political representation at national and local levels, ensuring equal opportunities for women in local government employment and inclusive working practices. The role of WFMs in research, monitoring, evaluation, learning, advocacy and awareness raising with respect to GESI issues should also be a critical component of the JPLG Sequel programme.

- **District council capacity to conduct gender-sensitive and inclusive planning.**

The 2017 Gender JPLG Programme Review tables a number of findings regarding district council capacity in this area. These include the following:

- **Planning:** As a result of JPLG, the needs of women, girls and vulnerable groups are being prioritized.
- **Women in decision-making:** At district level there are still very few women in decision-making positions in government departments.
- **Women district councillors:** There are still very few women councillors, and those that exist feel they are often excluded and ignored.
- **Community monitoring groups:** The visibility of women sensitizes communities to women's rights in practice and their ability to perform the full range of functions including community assessments, collecting contributions to projects and dispute/conflict resolution.
- **Youth perspectives:** Young people (girls and boys) understand what local government does, but feel ignored and excluded by it. High female education dropout rates are largely due to a combination of the cost of education and prevailing early marriage practices. Boys feels isolated, while government tends to view them exclusively as a security risk.

The JPLG III should consider strengthening district-level institutions specifically with a view to promoting the right of women and other excluded groups to increase their presence in paid positions at all levels as well as enhance their ability to work effectively. Such moves would also provide an opportunity to deepen inclusive planning processes so that women, minorities and youth (girls and boys) have a greater role and voice. New youth groups are emerging in Somalia and social media is playing a facilitating role. Accordingly, local government needs to capitalize actively on the opportunities these developments offer.

### 1.2 Specifically, the JPLG Sequel should:

- Position GESI as an integral element of all components of the new programme including specific and measurable related outcomes and indicators.
- Develop a GESI strategy and action plan for the new programme phase.
- Invest in research and learning to inform gendered and inclusive policy development, capacity strengthening and advocacy.
- Ensure that the policies that matter most for GESI are inclusive (e.g. HRM policies; planning and budgeting; procurement; protection).
- Identify key partners (e.g. the WFMs) and develop their technical ability to conduct gender analyses that leads to advocacy and action.

- Develop and implement a communication strategy to ensure that relevant laws and policies are widely communicated, available and understood.

### 1.3 Policy / Legal instruments

In the aftermath of sustained conflict such as that experienced by Somalia since the early 1990s, creating stable local government that provides basic services and ensures security to its citizens constitutes a significant challenge. Moreover, reigniting institutional activity in the aftermath of conflict constitutes a worldwide challenge, and nowhere more so than in states that continue to be threatened by insurgent domestic forces that challenge their core legitimacy.

Somalia's protracted war resulted in near total state collapse. In this context constitutional adjustments, revamping existing laws, recreating functional state institutions and rebuilding government functionaries' staffing base are very much the need of the hour. It is in this context that the JPLG II programme worked to support the establishment of basic, functional government systems and processes via a mixture of policy development support and targeted capacity building initiatives.

Key *policies* with which the JPLG II programme has assisted Somali governments in this area include:

- Decentralization
- Municipal finance
- Land management
- PPP
- Development and endorsement of interim standard guidelines for public housing, roads and bridges

Additionally, in this context, JPLG has:

- Established collaboration between federal and state governments, resulting in interim policy agreement regarding co-ordination and collaboration modalities
- Established a Road Technical Manual for Local Government.
- Undertaken a labour capacity-building initiative based on Information Communication Technology (ICT) and Geographical Information System (GIS) for public engagement and the redesign of town plans

Both government and JPLG have faced numerous challenges in developing and implementing related policies in Somalia. These include the fact that state fragility, combined with the nature of conflicts within Somalia has constituted a major impediment to the drafting and implementation of relevant policies. Issues with regard to state autonomy, the federal government's mandates, clan-related challenges along with the lack of a proper legal and institutional framework have further limited the programme's impact in this area in a number of ways. Lack of resources (financial and technical) was another major factor with which the Somali authorities have had to grapple with regard to efforts to strengthen the policy framework.

### 1.4 Policy gaps to be addressed:

- Decentralization policies for the new states
- Although overall decentralisation policies are in place in Somaliland, Puntland and to a degree in Mogadishu, they need now is to develop sectoral decentralization strategies and bylaws covering health, education and water.
- **Fiscal decentralization:** JPLG has initiated key reforms under the rubric of fiscal decentralization, but there is a lack of clear formula for grants through which funds can be transferred to

local government. In this context issues pertaining to inter-governmental transfers also need to be defined clearly – beyond those used for LDF funding.

- **Public Financial Management: Systems** including sub-national revenue, expenditure management and revenue allocation all need to be further strengthened.
- **Legal frameworks** are needed in order to strengthen / amend existing building and roads standard codes and registration.
- Urban development frameworks
- Cadastral policy for urban development that engages federal, state and local governments.
- Ensuring uniform and harmonized legal and policy frameworks related to decentralization.
- Policy and legal frameworks for creating an enabling environment for business. This to include public private partnerships, compliance with business regulations, local investment promotions and private sector contribution as a top-up to Local Governance funds.

## 2. SUB NATIONAL PFM

A robust public financial management systems is a cornerstone for any governance programmes and more so in Somalia which is recovering from prolonged conflict. Prior to JPLG, lack of PFM systems hampered the progress of local government reforms in Somalia / Somaliland. JPLG through its programme I and II has been supporting the local governments to strengthen their PFM systems which focused on finance policy, revenue generation, fiscal decentralization strategies and municipal finance management amongst others.

### 2.1 Revenue sources

In Somaliland, the administration is harmonizing its sources of revenue at the regional and district levels. This work will be continued under JPLG sequel with the assistance of participating agencies, in particular in establishing self-sustainable mechanisms based on capacitated officials at the local level. In Somalia, the government collects less revenue which is not enough to meet the country's needs. At present, the central government in Mogadishu collects approximately \$84 million per year. The major source of revenue for Somalia is through customs which contributes to around 70% of the total revenue collection. The domestic revenue sources include property taxes, road tax, and vehicle registration, registration of companies, construction license and driving license. Although the domestic revenue collection is less, this has been seen an increase due to revenue mobilization strategies implemented by Government and JPLG.

### 2.2 PFM policies

Somaliland and the Puntland State of Somalia have adopted local government finance policies that provide a framework for decentralization via devolution and de-concentration of financial functions to local governments. Various other policies in place include decentralization policy, municipal finance policy, land policy and PPP policies. All these policies have been supported by JPLG. However, central financial institutions, especially in the South, do not appear to have a well-defined management cadre outside the DG/Director team. The concept of "management" does not appear to be well established and this is what JPLG III will focus more on in the forthcoming period. This goes, for example, for management's role in selection, training, orientation, performance management, discipline and setting work expectations (e.g. job descriptions). And while Somaliland and Puntland have made significant steps forward in this regard, there is still much that needs to be done in Somalia's South, in particular in the districts authorities that are yet to be formed. Likewise, if/when JPLG spreads to all Somaliland's districts, effective monitoring will be essential to determine whether JPLG's approach is the right one in the complex PFM environment in needs to be implemented.

### 2.3 PFM Tools

IFMIS: The central governments uses IFMIS and there are plans to use it at the ministry level by the end of 2017. At the district level, IFMIS will be implemented by 2018, starting with priority districts.

AIMS / BIMS: In an effort to improve accountability and transparency, basic Accounting/Billing Information Management System to manage financial transactions is operational in 15 districts in Somaliland and Puntland. The system tracks local government’s daily operation for all financial transactions, accounting, reporting, billing and tax collection particularly with property.

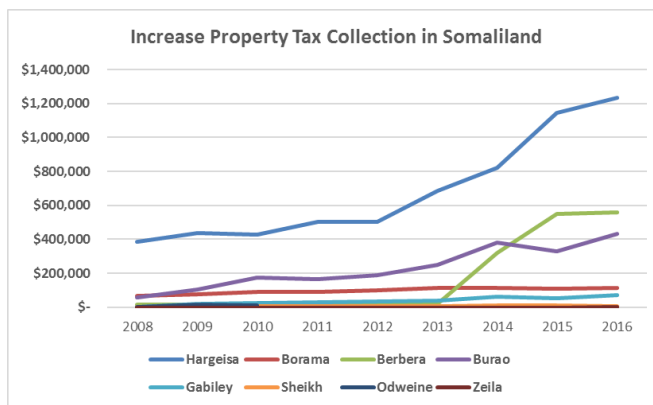
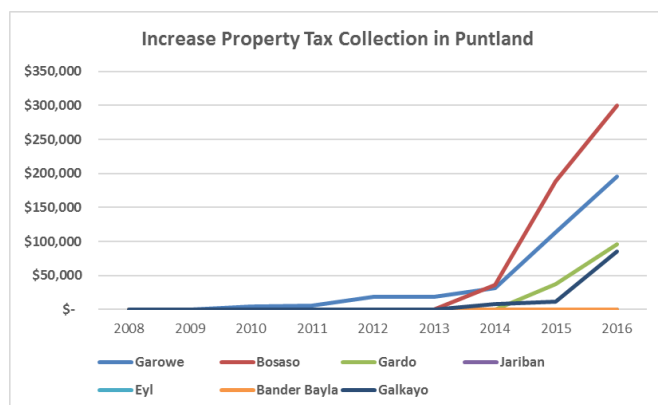
### 2.4 Local Development Fund

JPLG has been supporting LDF and funding various service delivery projects through national treasury. LDF has helped local governments to fund much needed service delivery projects with contribution from the government. Initially, when the LDF projects started, the ministries did not have sufficient funds to provide their contribution. But due to sustained efforts of both Government and JPLG, the local revenue collection increased and thus the governments in Somaliland and Puntland should now be able to contribute (more) to LDF. Government of Puntland, for example, has already allocated one percent of its national budget to LDF, which amounts to USD 300,000 a year, clearly indicating its commitment towards LDF.

### 2.5 Revenue Collection

Building own source revenue generation capacity is one of the key achievements of JPLG programme. Key results include:

- In Somaliland: 35-40 % of total revenue generated by districts alone.
- Hargeisa: property tax collection increase of 328 percent from 2008 to 2016; 145% increase over the last five years
- Burao: tax collection increased by 165 per cent



JPLG II has helped local governments to double own source revenue generation in Somaliland and Puntland. Similarly, it supported the development of a local government financial management manual that is now integrated and institutionalised within public expenditure management. **As a result, Somaliland and Puntland are able to plan, budget, procure and implement small-scale projects linked to district and urban development plans.**

### 2.6 Key Issues

- Tax collection efficiency is one of the major issues that the states are facing.

- Other key issues include: high turnover of staff in districts; reluctance to register bills; manual systems still preferred in some districts; lack of capacity to use the database and the system; lack of enforcement.
- Absence of clear formula for allocation of funds from national government to districts is also a key issue that JPLG will address in the sequel programme. Lack of clear intergovernmental transfer system also adds to the confusion regarding the financial transfers. Somaliland has a general allocation formula ( 10% for custom duties and 12.5% from overall national revenue for local governments)
- Lack of clear sector strategies and clear fiscal decentralization norms and forms. Lack of clear intergovernmental transfer

### 2.7 Recommendations

JPLG sequel should further deepen the aforementioned reforms and initiatives it undertook during Phase II. This includes assisting governments in designing and implementing policies, drafting laws and supporting regulations for fiscal decentralisation, governing the allocation of fiscal resources among central/state and local governments in four dimensions:

- Expenditure assignments of public service functions;
- LG own source revenue mobilisation;
- Subnational borrowing and debt;
- Vertical balance of LG expenditures and revenues.

In doing so, JPLG should collaborate with other donors, primarily the World Bank (joined-up programmes), to ensure the implementation of comprehensive national PFM reforms.

## 3. SERVICE DELIVERY

Improvement of public service delivery through, *inter alia*, provision of basic facilities, initiating key projects in local economic development sphere, sensitising citizens through civic education or designing models of service delivery, has been a key success factor for JPLG. Likewise, Local Development Fund (LDF) has been seen as a significant success, with both participating governments and citizens (direct beneficiaries) alike praising the LDF framework for its role in building key physical infrastructure as well as the capacity of government officials.

### 3.1 Key achievements

- *Provision of basic facilities:* JPLG II has been supporting demand driven provision of facilities, including construction of roads, schools, markets, health facilities, community centres, sanitation and solid waste management facilities. This has provided communities with much needed basic facilities and improved access to various public services. JPLG II, to the extent possible, has also ensured convergence and cooperation with various other agencies and donors in providing such facilities.
- *Local Economic Development (LED):* JPLG II has been instrumental in providing job placements for technical students and university graduates. JPLG II has also developed LED guidelines and provided micro-financing support to small business for their establishment and expansion. Various LED activities, although mostly small in size, helped the public generate the much needed additional revenue.
- *Civic Education:* JPLG II has been instrumental in conducting numerous civic education campaigns to sensitise local communities on a range of local governance related issues. Through its civic education component JPLG also ascertained citizens' needs in terms of education

which, in turn, were included in the development of District Development Frameworks (DDFs).

- *Local Development Fund (LDF)*: LDF work is perceived as one of key JPLG II achievements. An LDF manual has been developed, providing a framework for local financing through government treasury systems. For example, government in Puntland has also committed one percent of the total state budget to financing LDF-funded interventions.
- *Service Delivery Models*: JPLG II has developed service delivery models for education and health. This has helped enhance all-round hygiene practices and contributed to an easier access to clean water.

Although the scope of service delivery interventions is limited and mostly used to build capacity of government officials to test and use new systems, the service delivery model, implemented through the decentralised system, helped build a considerable trust between the public and local governments. Implementation of service delivery has also ensured effective planning and coordination between various government departments. Governments have also shown a high level of commitment in implementing various service delivery projects.

Considering the low level (quality and quantity) of infrastructure currently available and the funds needed for improving it, JPLG has also piloted facilitation of service delivery through public private partnerships (PPPs). In the interest of strengthening governance and decentralised service delivery, such approach encourages direct engagement of non-state providers at the local level.<sup>1</sup>

### 3.2 Lessons learnt:

Some of the key lessons that JPLG sequel needs to take into account include:

- The need to standardize procurement MOUs and overall procurement systems.
- LDF projects have faced significant delays in funds transfer to the respective government departments. This has led both to serious delays in implementing LDF projects as well as financially impacting local contractors. Accordingly, under the JPLG sequel programme, more attention will be paid to the need that LDF funds are fully ring-fenced.
- Service delivery provision is a key mandate of local governments and states. Hence, there is a huge demand for JPLG to increase coverage in two directions – within JPLG districts and through programme’s envisaged expansion to non-JPLG districts.
- While LDF is directly implemented through treasury systems, service delivery in other areas (for example, health and education) is currently directly implemented through JPLG programme itself. Taking into account all relevant factors, JPLG sequel will consider a gradual transition of this process towards LDF.
- JPLG will leverage with other donors working on similar projects to ensure a holistic provision of services at the local level.
- Community participation should be integrated within the entire cycle of service including from planning to evaluations stage.

### 3.3 Recommendations

- **Sustainable Development Goals and service delivery**: Service delivery is closely linked with Somalia and Somaliland achieving their SDG targets with access to basic facilities remaining

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<sup>1</sup> In Puntland, for example, provision of water services was facilitated through collaboration of district administration, private companies and national government. Also, 13 health facilities have been managed through PPP model.

one of key challenges. JPLG sequel need to ensure that service delivery action plan outcomes result in achieving the SDG targets.

- JPLG Sequel should focus on service delivery functions, such as garbage collection and waste disposal and will aim to develop a related comprehensive design and implementation strategy which will include the necessary policy support.
- In addition, collaboration between two government levels in sharing experiences and synergising delivery mechanisms will be encouraged. A good example in this respect is development of private sector contracting capacity. This should initially be approached from a national level, but then involve both national road agencies and local governments in access to contracts and equipment hire pools.
- JPLG sequel should focus further on infrastructure service delivery, as this is key for local government development, economic growth, jobs creation for women and youth, as well as development of business enabling environment for states and local governments. Such approach can also further affirm legitimacy of local and state governments.
- As Somalia and Somaliland are prone to draught and famine, JPLG sequel should consider further focus on building local capacity to handle emergency and draught response mechanisms. This could include policy formulation, disaster preparedness and developing tools to track early signals.
- Innovative mechanisms: JPLG sequel will need to address the existing finance gap in order to help fund or facilitate provision of various basic services for the public. This will include championing the PPP agenda.
- Local Development Fund: JPLG should ensure to pay maximum attention to adopting the ring-fencing approach to LDF funds as delay in payments to contractors could result in significant decline of interest on the part of contractors to participate in LDF projects.
- SDMs (Health, Education, Water, Roads and Natural resource) needs to be extended to the rest of legitimate districts and devolve more functions to the local government

#### 4. POLICY

In the aftermath of sustained conflict such as that experienced by Somalia since the early 1990s, creating stable local government that provides basic services and ensures security to its citizens constitutes a significant challenge. Moreover, reigniting institutional activity in the aftermath of conflict constitutes a worldwide challenge, and nowhere more so than in states that continue to be threatened by insurgent domestic forces that challenge their core legitimacy.

Somalia's protracted war resulted in near total state collapse. In this context constitutional adjustments, revamping existing laws, recreating functional state institutions and rebuilding government functionaries' staffing base are very much the need of the hour. It is in this context that the JPLG II programme worked to support the establishment of basic, functional government systems and processes via a mixture of policy development support and targeted capacity building initiatives.

Key *policies* with which the JPLG II programme has assisted Somali governments in this area include:

- Decentralization
- Municipal finance
- Land management
- PPP

- Development and endorsement of interim standard guidelines for public housing, roads and bridges
- Central government has developed decentralization policy and roadmap
- HR Regulation Manual, Procurement for goods and services
- Procurement policy and system
- Internal audit
- Somaliland local economic development framework
- PPP Guidelines
- PEM Guide lines
- Land dispute tribunal policy
- Business licence system manual
- Revenue Collection system Manual
- Local Leadership system Manual
- Conflict Management process

Additionally, in this context, JPLG has:

- Established collaboration between federal and state governments, resulting in interim policy agreement regarding co-ordination and collaboration modalities
- Established a Road Technical Manual for Local Government.
- Undertaken a labour capacity-building initiative based on Information Communication Technology (ICT) and Geographical Information System (GIS) for public engagement and the redesign of town plans

Somaliland has initiated number of steps to improve the policy environment and has in place the following key policies:

- Municipal Civil Servant Regulation
- Land Dispute Tribunal Regulation
- Decentralization Policy and Road Map
- PPP Policy
- Human Resource Manual
- Office Management and Administration Manual
- Procurement for Goods and Service Manual
- Procurement Audit Manual
- Municipal Finance Policy (draft).
- Internal audit manual (draft).
- Accounting Manuals for the districts
- Standard Specification Building cords (final draft)
- Road Manual
- Contract Act (Final Draft)
- District Road Network: Planning and Priorities
- Feasibility Guidelines
- Official Tender procedures and Documents
- Public Expenditure Management Guideline
- Fiscal Decentralization Policy (Draft)
- Government-led Expansion Strategy
- Business Licensing Manual (draft)
- Local Economic Development Manual (draft)
- Urban regulatory framework
- Education sector decentralization strategic plan

- Health sector decentralization strategic plan
- Civic education strategy
- 27.National community engagement guidelines
- Solid Waste Management Manual 1.
- Somaliland National LED framework
- Natural Resources Management (NRM) sector Decentralization strategic
- Community based NRM Manual
- Environmental impact assessment (EIA) Manual.

Both government and JPLG have faced numerous challenges in developing and implementing related policies in Somalia. These include the fact that state fragility, combined with the nature of conflicts within Somalia has constituted a major impediment to the drafting and implementation of relevant policies. Issues with regard to state autonomy, the federal government's mandates, clan-related challenges along with the lack of a proper legal and institutional framework have further limited the programme's impact in this area in a number of ways. Lack of resources (financial and technical) was another major factor with which the Somali authorities have had to grapple with regard to efforts to strengthen the policy framework.

### 4.1 Key policy gaps

- Although overall decentralisation policies are in place, the need now is to develop sectoral decentralization strategies and bylaws covering health, education and water.
- Fiscal decentralization: JPLG has initiated key reforms under the rubric of fiscal decentralization, but there is a lack of clear formula for grants through which funds can be transferred to local government. In this context issues pertaining to inter-governmental transfers also need to be defined clearly.
- Public Financial Management: Systems including sub-national revenue, expenditure management and revenue allocation all need to be further strengthened.
- Legal frameworks are needed in order to strengthen / amend existing building and roads standard codes and registration.
- Urban development frameworks
- Cadastral policy for urban development that engages federal, state and local governments.
- Ensuring uniform and harmonized legal and policy frameworks related to decentralization.
- Ambiguities regarding the current decentralization regulatory frameworks which needs to be clarified including distribution of power and responsibilities over staffing, planning and budgeting between different levels of government.
- Policy and legal frameworks for creating an enabling environment for business. This to include public private partnerships, compliance with business regulations, local investment promotions and private sector contribution as a top-up to Local Governance funds.
- Need to have a clear demarcation of tax collection between the Central government and the Local governments.
- There is a lack of coordination for development of social sector specific legislations

## 5. CAPACITY BUILDING

JPLG I and II have invested substantial resources for the capacity building initiatives in all regions. Capacity building being the core objective of JPLG, the programme has ensured that it remain remains a central pillar in all the interventions that the programme implements.

Government on the other hand had been proactive in ensuring their staff has skills and capacities to implement various programmes and projects. Although government does not have a comprehensive capacity building plan, they rely on donors and partners to get their staff trained. The sectors ministries and local governments undergo intensive training and coaching and over the past 5 years, have been trained on subjects covering decentralization and local governance.

### 5.1 Key achievements

JPLG has put in place planning, budgeting, procurement, financial management and PFM, urban regulatory plans, human resource management, land dispute and service delivery mechanisms capacity building systems. It has also supported Municipality of Mogadishu in strengthening various interventions including human resources, procurement, financial management systems, budgeting and streamlined business registration processes. JPLG has been providing continuous training to local government employees to help them provide mandated services which has enhanced the efficiency of local governments in Somaliland and Puntland. The trainings conducted in Public Expenditure Management (PEM) has resulted in providing a comprehensive framework for the districts.

Another key success area for JPLG has been capacity building support to draft and implement policies across various thematic areas of local governments which has enhanced the effectiveness of service delivery. Within the urban development sphere, JPLG has assisted to develop various ICT and GIS tools for public engagement and redesigning of town plans.

The capacity development toolbox prepared by JPLG has also assisted the districts in planning and implementing various capacity building programmes in a planned manner.

The capacities of JPLG districts compared to non JPLG districts is quite evident on various indicators including revenue generation, human resources, procurement, planning and implementing various LED activities amongst others. The JPLG districts officials are now more confident and are ready to offer basic training (including financial allocation) to the non JPLG districts signifying the level of capacity building activities that have taken place in JPLG districts.

To institutionalize various capacity building and policy, JPLG has also established Local Government Institute which will streamline all training components which are currently being implemented by various service providers. LGI will ensure that the training modules for core functions of local government are harmonized. Initial planning has been completed and JPLG intends to further strengthen LGI during the next phase.

In Somaliland, the MOI and District Organizational Charts and structure are revised and optimized with detailed functions clearly mapped. Staffing re-alignment and recruitment of new graduate staff 33 in total has also added substantial capacity to the government delivery. Further, JPLG districts are enable to implement over 156 social infrastructure (schools, health centres, and stadiums etc.) and technical infrastructures(roads, water facilities and office facilities among others); Planning systems have been adopted and implemented including, establishing development planning departments and Human Resources Management regulation and by-laws as well as operational and capacity development(Consultants and Logistics) with support from JPLG; Accounting and Billing Information Managements systems; Procurement systems, land management and conflict resolution policies and regulations. Service Delivery Models (SDM) in water, health and education were piloted in 3 of the 8 target districts with positive results and lessons learned will be adopted for the planned functional decentralization of services delivery to the district councils from 2018 to 2021 and beyond.

The R&D department developed the government led expansion strategy with the view to establish and up-scale uniform good governance systems to the remaining 15 district councils from 2018-2022.

## 5.2 Local Government Institute

LGI was conceptualized by JPLG to provide the Federal Government of Somalia (FGoS), the Municipality of Mogadishu and Federal States with a *coordinated and standardized* approach to local government staff training and capacity development. A separate institute will be established in Somaliland. The core functions of LGI are to:

- Identify local government training needs
- Implement government policies on public service training and staff development
- Induct and orient local government staff on their roles and functions
- Develop standardized curricula and training manuals for local government training
- Develop and deliver practical, systematic and continuous local government training to enhance knowledge, skills, competencies and performance, and to shape attitudes
- Provide local government staff with opportunities and a conducive environment for dialogue, knowledge and experience sharing, and learning
- Develop shared values among local government staff on local administration, governance and service delivery

LGI has a governing body which will provide oversight, direct and support LGI. Current status of LGI is:

- Appointed Director and the LGI Governing Board
- Conducted various consultation forums to establish LGI.
- Two pilot training of (PEM) conducted in BRA
- 2017 Annual work plan developed

Next steps for LGI:

- Conduct induction training to the Governing Board on its roles and functions
- Organize quarterly meetings of the LGI Governing Board.
- Deliver training on PEM modules
- Develop national local government training policy, standards and guidelines
- Develop quality assurance plan for LGI training programmes.

## 5.3 Key recommendations

- Staff: In the FMS as well as in Somaliland and Puntland, there is clear evidence of a desire to transform the existing roster of long-term JPLG consultants located within government ministries into national civil servants. This will strengthen the capacity building interventions of JPLG as this offers much needed on the job training.
- Harmonization of training programs: Currently many donors are implementing a wide range of programmes in Somalia / Somaliland (all regions). JPLG should consider leveraging on various programmes being implemented and ensure effective linkages with other programmes.
- Staff turnover: Government should ensure that the staff trained are retained for a certain period to ensure sufficient skill transfer.
- IT roll out: JPLG should consider investing in necessary infrastructure to various capacity building programmes. This includes IT roll out which should be done in a phased manner.

- Inclusive training: All training should be inclusive a particular focus should be given to include women, local govt staff and council
- District Council Formation: There is a clear demand from various government that JPLG should work with districts to enhance their capacities in forming new district councils.